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DOMINION OF CANADA

DEPARTMENT  
OF  
**PUBLIC PRINTING AND STATIONERY**

MEMORANDUM SUPPLEMENTARY  
to the Report of the King's Printer and  
Controller of Stationery addressed to the  
Honourable Paul Martin, K.C., Secretary  
of State of Canada and Minister charged  
with administration of the Department  
of Public Printing and Stationery, as  
appearing in the Annual Report of that  
Department for the fiscal year 1944-45.



OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
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# SUPPLEMENTARY MEMORANDUM OF THE KING'S PRINTER AND CONTROLLER OF STATIONERY

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HON. PAUL MARTIN, K.C.,

Secretary of State and Minister charged with administration of the  
Department of Public Printing and Stationery.

SIR,—

The object of this memorandum is to outline in a general way the new conditions created in the Department of Public Printing and Stationery as a result of the war and to offer certain suggestions with a view to strengthening the administration of the Department in the performance of its responsibilities and duties so that the various divisions, and more particularly the Printing Branch, may be more efficiently and economically organized and operated.

As a preliminary to this outline of the new conditions existing here together with a few general observations and recommendations, I have considered it necessary to give a résumé of the duties and responsibilities of the King's Printer as set out in the Act governing the Department:—

## DUTIES AND RESPONSIBILITIES OF THE KING'S PRINTER

### PURPOSE OF THE LEGISLATION

The legislation authorizing the establishment of the Department of Public Printing and Stationery and the building of a printing plant was passed in 1886 under the administration of Sir John A. Macdonald, and Honourable J. A. Chapeau, Secretary of State at the time, who presented the Bill to the House, made the following statement,—

that its purpose was to improve the standard of public printing which was below that in other parts of the Empire as well as in the United States; to insure secrecy in the printing of public documents where required, to save exorbitant charges by printers by determining from actual experience the cost of such work, and to save the expense of paying for a lot of material sometimes carried over in type from day to day when Parliament is in session.

At that time all government printing was given by contract to commercial firms, except during the time the plant was being built when the Government operated a small printing plant on Mackenzie Avenue, Ottawa.

### LEGISLATION

The statute creating the Department of Public Printing and Stationery is Chapter 162, R.S.C. 1927, and it provides the Governor General in Council with authority to name a person as King's Printer, which officer is at the same time Controller of Stationery, and the Act defines the duties and responsibilities of that officer.

A position of Assistant King's Printer was later established by Order in Council and appointment thereto is made through competitive examination held under the direction of the Civil Service Commission.

The King's Printer also has under his direction a Controller of Purchases, a Superintendent of Printing, a Superintendent of Stationery and an officer in charge of the Division of Documents, all of whom are appointed through competitive examinations held under the direction of the Civil Service Commission. The qualifications and functions of these officers are defined in Sections 9 to 14, inclusive, of the Act.



## FUNCTIONS OF THE DEPARTMENT

The main functions of the Department of Public Printing and Stationery are set out in Section 5 of the Act, which reads as follows:—

5. The Department shall be charged exclusively with the following duties in relation to services required for the Senate and the House of Commons and the several departments of the Government, namely:—

- (a) The execution and audit of all printing, stereotyping, electrotyping, lithography, binding work, or work of a like nature, and the procuring of the material therefor;
- (b) The purchase and distribution of all paper, books and other articles of stationery of whatsoever kind, except books which are required for the Library of Parliament, and printed books required for the use of the chaplains, libraries or schools in the penitentiaries, which may be procured in the manner authorized by law;
- (c) The sale of all books or publications issued by order of either or both Houses of Parliament or by any department of the Government;
- (d) The audit of all accounts for advertising.

2. The aforesaid services shall be executed by or under the superintendence of the proper officers respectively of the Department.

## METHODS OF OPERATION

The King's Printer operates this Department out of an account of \$700,000 from the Consolidated Revenue Fund, as provided under Section 38 of The Public Printing and Stationery Act, and this amount was of necessity raised to \$2,000,000 under the War Measures Act. All expenses are paid out of this amount and are recharged to the various departments from which are received requisitions for printing and stationery supplies and the moneys received from Parliament and the departments are deposited again in that Account. In other words, the King's Printer's Advance Account is one of a revolving nature. The administration of this Fund is controlled by the Auditor General of Canada and all accounts relating to it are submitted to that officer for inspection and verification, as also are the inventories of the Printing and Stationery Branches.

Moneys received by this Department from sales of publications and from advertising in the *Canada Gazette* are deposited in the Casual Revenue Account of the Consolidated Revenue Fund of Canada and are not available for departmental expenditure.

## CONTROL OF COST OF PRINTING

The system established in the Department for the control of the cost of printing executed for the various departments is the Cost Accounting System as established by the United Typothetae of America. By this method the net or actual cost of a given job is ascertained by taking the total cost of the labour involved in each division of the Bureau in connection with the production of a finished job, including the cost of the material and a proportion of the cost of administration. No charge is made, however, for the capital invested in the building or equipment or for insurance, power, light and depreciation and the maintenance of the building. Some of these charges come out of the \$2,000,000 referred to above and the balance is met by the Department of Public Works. That Department is primarily responsible for the maintenance of the building, having borne the cost of its erection. It also assumes the cost of rented space.



The practicability of introducing the punching card system used in the Government Printing Office at Washington is now being investigated with a view to replacing the present hand method of accounting, posting, extending, compiling and summarizing printing costs now used in this Department.

#### OUTSIDE PRINTING

Section 26 (1) and (2) of the Public Printing and Stationery Act authorizes the King's Printer to place with commercial printing firms orders for which the Printing Bureau is not equipped for or which due to pressure of work cannot be handled in the Bureau. This Section also provides that all printing and stationery purchases or any other purchase involving an amount of \$500 or upwards shall be obtained through the calling of tenders. This Section reads as follows:—

26. Until a general purchasing agency is established the Controller of Purchases shall, under the general supervision of the King's Printer, and in accordance with regulations to be made by the Minister, purchase all articles of stationery and all materials and supplies required for printing, binding, electrotyping, stereotyping, lithographing, engraving, and other work of a like nature, and shall place all orders and shall be responsible for all outside work of a like nature that may be required for the services of Parliament and of the departments of the Government of Canada.

2. All purchases made by the Controller of Purchases shall be made upon requisitions approved by the Minister or as he directs, and all purchases involving an amount of five hundred dollars or upwards shall be made in accordance with contracts entered into with the like approval after tenders have been called.

Under the War Measures Act, however, by P.C. 4706 of June 5, 1942, authority was granted to the King's Printer to place orders in the Western and the Maritime Provinces which involved an amount not exceeding \$2,500 without securing competitive prices, such authority to be effective only for the duration of the war. (Annex "A" herewith.) In the Provinces of Ontario and Quebec the said limit of \$500 remained in force, except in cases where due to the urgency of the work a department requested in writing addressed to the King's Printer that the \$2,500 limit should apply.

#### DISTRIBUTION OF DOCUMENTS

As mentioned in the foregoing section "Functions of the Department", it is the responsibility of the King's Printer to print all government publications for Parliament and the various departments of the Federal Administration. Section 19 (2) of the governing statute places the responsibility for the distribution of all official publications, whether through sales or free distribution, with the King's Printer. Under this authority the King's Printer orders for the Division of Documents of the Department a certain number of copies of all publications of public interest. Copies are then offered for sale to the public at prices sufficient to cover the printing costs, which are provided for by special funds voted each year by Parliament.

Order in Council P.C. 1471 of August 4, 1927, as amended,—designates the persons and institutions both in Canada and in foreign countries to whom the official publications of Canada are to be sent free of charge but a request has been recently presented to Council for authority to make distribution of certain official publications not of a confidential nature to certain institutions and persons in foreign countries, these to be recommended by the newly created Canadian Information Service and later approved by the Secretary of State of Canada.

## ADVERTISING

Under the present practice orders for advertising are generally placed by the Department concerned with advertising mediums through Advertising Agencies, or through the King's Printer with such newspapers or other advertising media as directed by the ordering department. When advertising is placed through an agency the responsibility of this Department is limited to reviewing and checking the advertising orders and authorizing payment, if and when the material supplied for such purpose is found to be satisfactory.

## STEREOTYPING AND ELECTROTYPING

Section 5 (a) of the Act provides that all stereotyping, electrotyping and lithography are to be executed by the King's Printer. At the present time, however, the Printing Bureau is equipped only for the making of stereotypes, orders for electrotyping and lithography being placed with outside firms.

## OTHER FUNCTIONS OF THE KING'S PRINTER

The King's Printer is also charged with the editing of the *Canada Gazette*, the repairing of office machines, especially typewriters, the collection of waste paper from the various buildings of the Government at Ottawa, etc., etc.

## II. ADMINISTRATION UNDER "WAR" CONDITIONS

## GENERAL OBSERVATIONS

The declaration of war on September 1, 1939, caught the Department of Public Printing and Stationery helplessly unprepared to meet the immediate and enormous demands for printing and stationery by Parliament and especially by the newly created war administrative departments, boards, etc., etc.

The present building, erected in 1887, enlarged in 1904-5 and again in 1920, providing 123,104 square feet of space, was much too small to meet even pre-war conditions. In order to cope with the situation brought on suddenly by the war the floor space was increased some 45,000 square feet by the building of an annex to the present main building and by renting four other buildings situated on Murray, York, Rideau and George streets. Ten thousand more feet are now badly needed.

Practically no new equipment had been purchased for years either as replacement or in addition to the old, for the reason that during the years of depression no money was available for that purpose. The amounts voted for maintenance even were reduced to \$10,000 a year and no space was available for the installation of new machinery. The same conditions prevailed during the war period with the result that, with very few exceptions, all the printing machines in the Bureau are very old, obsolete and worn out. The 35 linotypes, for example, have 684 aggregate years of service in an average of 20 years, the oldest having been purchased in 1915; the oldest monotype keyboards were also purchased in 1915, and the oldest casters are 33 years of age. This record does not include the extra time for which they have been used in the last six years when the Department has operated in three daily shifts. The average of the presses is over 20 years and they are now very slow and with a very low per hour production.

Under Order in Council P.C. 1/1561 of July 31, 1935, a substantial number of positions in the Printing Branch were abolished with the result that the basic printing staff is now at a very low level.



These were the conditions at the beginning of the war when almost instantly the gross turnover of the Department soared from \$6,900,000 in 1938-39 to \$28,000,000 in 1944-45, with sales amounting to \$14,000,000 as against less than \$3,500,000 in the fiscal year preceding the beginning of the war.

This situation could be met only by increasing the staff, extending existing services, creating new ones, bringing the production of the existing equipment to its full capacity and by using the facilities of outside commercial printing firms. All of this created new conditions of a permanent nature which now require immediate adjustment.

#### INSIDE AND OUTSIDE PRINTING

Through the organization of two extra shifts comprising increased staff on the one hand and on the other hand a reduction in the number of men operating certain of the machines, the production of the Printing Branch of the Department was increased from \$2,202,191 in 1939-40 to \$3,634,342 in 1944-45. This represented only about 40 per cent of the government printing bill, as orders for printing placed with outside firms by the Department during the war period amounted to about \$5,000,000 each year.

Notwithstanding these efforts, and due on the one hand to the unavoidable delays by having to use outside firms through the competitive system required by statute, and on the other hand to the urgency of a very large percentage of the printing requirements of Parliament and of the government departments, fairly large printing establishments have been established in certain departments, including duplicating machines—some of the offset type—to the number of about 65. There exists a constant pressure to develop these printing units into larger plants equipped with folding and paper-cutting machines, etc. This is all contrary to the Public Printing and Stationery Act and in some instances there is unnecessary duplication of equipment and of staff, resulting in increased printing costs. It is most urgent that this matter be reviewed.

#### ADVERTISING AND ELECTROTYPING

The average amount spent by departments, boards, commissions, etc. of the Government for advertising has been over \$2,500,000 a year during the war period, while before the war the amount spent was about \$200,000. The greater part of the 2½ millions was spent by the National War Finance Committee on Victory Loans and by other Government war agencies and it is expected that the amount of advertising will now be greatly reduced, but not very much below, \$1,000,000 each year.

It is the responsibility of the King's Printer under the Statute to handle all electrotyping used in connection with advertising, as well as in connection with pictures issued by departments to newspapers and for printing, but before the war because the amount of work of this nature was small there was no advantage in equipping the Printing Bureau for the production of electrotypes. However, large sums of money would be saved each year if space, equipment and staff could now be obtained for this work. It is planned to add to the staff a Director of Advertising, one who is familiar with modern linotype and monotype fonts and is able to plan advertising and prepare visuals and layouts based on correct type measurements, etc.

#### DESIGNING AND ARTWORK

The war has brought about a more extensive use of modern printing and engraving methods, such as lithography, offset, silk screen process and rotogravure, and a greater use of halftones, line engravings, electros, stereos, process colour plates, etc. in government publications.



This Department is often called upon to advise other departments in these matters and it is proposed to invite layout men experienced in the art of these modern forms of printing, as well as commercial artists familiar with the preparation of copy including lettering, retouching, sizing, enlarging and reducing, and similar operations to join the Planning Division of the Department. It is intended to proceed towards appointments of this nature as well as that of a Director of Advertising as soon as the salaries in that Division have been revised and made sufficiently attractive to experienced young men with a knowledge of this most essential work.

#### CONFIDENTIAL PRINTING

Confidential printing, which before the war was limited to isolated items, increased in wartime to hundreds of thousands of dollars—to almost \$500,000 a year. Arrangements were made with a private printing firm to handle this printing to the satisfaction of Departments concerned and a special contract was signed with a Company for the production of that work. This arrangement, which worked out very satisfactorily, is now ended. With the normal or "peacetime" staffs of the three branches of National Defence Department considerably increased, it has become necessary to provide secluded space and the necessary equipment to handle work of a confidential nature.

#### ENVELOPE MANUFACTURING

The Department has only three envelope-making machines with a total hourly production of 15,000 envelopes. With the organization of such new public services as Family Allowances, Veterans Affairs, National Health, etc., the orders received monthly for envelopes now exceed 10,000,000. These orders are practically all placed outside at current market prices. Considerable saving would be effected if a larger portion of these orders could be produced in the Printing Bureau, and emergency orders could be more conveniently filled.

#### MONTHLY PUBLICATIONS AND SPECIAL FORMS

The number of monthly or scheduled publications is increasing rapidly and now number about 60. These publications must be delivered at a certain date set in each case and under present conditions it is almost impossible for this Department to meet the delivery dates indicated and at the same time take care of the large number of emergency orders, because of the limited and highly taxed facilities of the Bureau, and this difficulty exists particularly during sessions of Parliament which are becoming longer and heavier each year.

A battery of rotary presses are badly needed to handle these jobs with their individual printing problems requiring individual attention from the same operators. Such presses could also handle Income Tax Forms and other forms for nation-wide distribution, which run into scores of millions a year and which can be produced rapidly and economically on fast rotary presses. Unfortunately, there is no space in the present Printing Bureau building for the installation and operation of these presses.

#### DISTRIBUTION OF DOCUMENTS

Publications distributed by this Department are of two classes, namely, those which are sold to the public and those distributed free of charge. In a general way before the war, with few exceptions, all official publications to be sold were held by this Department but with respect to publications distributed free in certain departments there was a tendency to retain control of the distribution of these and to make distribution direct to the public, and this practice



has grown so much during the war period that to-day certain departments, boards or other agencies of the Government have large centres of distribution for their own publications. This practice or system imposes on this Department additional work in the handling, packing and trucking of the documents and results in much duplication, and apart from that such a situation makes it impossible for the King's Printer to accurately ascertain the quantities of such publications which should be ordered for sale to the public, so that it is greatly to be desired that the entire authority of this Department in the matter of distribution of all publications, whether free of for sale, should be restored in order to maintain a better control and to ensure more economical and efficient handling of all distribution.

The actual total floor space used by the Division of Documents in the Bureau and in the rented buildings is 21,000 square feet; in order to properly handle the work of the Branch 50,000 feet are required. Since Canadian publications are now in growing demand in foreign countries, proper quarters should be obtained to house all the valuable government documents which are now scattered through four buildings, only one of which is fireproof.

#### BOX MANUFACTURING

Linked up with the distribution of publications is the manufacture of boxes used in the shipping of printing and stationery supplies throughout the country as well as overseas, and which required during the war an average of over 300,000 feet of lumber each year. These boxes are made by four carpenters with the help of "carpenter's helpers". Better control of the lumber requirements as well as of the necessity of a fairly large staff has been apparent for some time and will have to be provided, as the requirements for boxes are expected to be maintained at a high level for a long time. It would be much more convenient and economical and would avoid costs of trucking and handling if these boxes were made under the same roof as the shipping room.

#### STOCK OF PAPER

The maintenance of a sufficient stock of the various grades of paper in order to meet the requirements of the Printing and Stationery Branches of the Department, as well as those of the commercial printing firms handling government printing, has been a constant worry to the officers of this Department throughout the war period.

The floor space now available in the Department for paper storage is 25,000 square feet. In order to keep on hand at all times sufficient stock to meet immediate demands we would require about 50,000 feet of floor space. Part of the storage space available is in the basement of the Printing Bureau or at different outside rented buildings, some as much as a mile distant from the main building, which obviously calls for constant and costly trucking. The present arrangements are totally inadequate, as far as space, temperature, handling facilities, access to, etc., are concerned.

#### TYPE STORAGE

The Department has now more than 200 tons of set type in storage in the basement of the building, in most unsanitary quarters where there is no ventilation or natural lighting and which are impossible of being kept clean. Also, the room in which this type is stored is four storeys below the Composing Division and in cases where the material is to be reprinted it has to be brought back and forward, which necessitates costly handling and trucking. In view of the present shortage of space and the inadequate strength of the present building to hold heavy loads of printing materials this situation can be remedied only by the provision of new and suitable quarters.



## MAINTENANCE OF BUILDINGS AND MACHINERY

The maintenance of the machinery and buildings has become a major function in the Department, caused by the large increase in staff and the resulting increase in the printing being done. The Chief Maintenance Officer has under him electricians, machinists, pipe-fitters, carpenters, painters, stationary engineers, labourers, and is in charge of the Power Room, Boiler Room, and of a large variety of expensive and complicated machines, etc., etc., and it is felt that a better efficiency of the printing equipment would be maintained if a qualified and experienced plant engineer were put in charge of this most important work.

### STATIONERY BRANCH

The Stationery Branch of the Department is housed in the Grant Building, 19 York Street, which has a floor space of 22,000 square-feet. It is not fireproof and is a most unsatisfactory building for the storage of the entire stationery stock of the Government, which on an average would be valued at \$400,000. This situation has caused great anxiety to the officers of this Department during the war period, when most of the goods stored in the building could not have been replaced and were in constant danger of being destroyed entirely had fire broken out.

The building, which was designed for storage purposes only, is most unsatisfactory for offices, being unsanitary, badly heated, and without any ventilation or fire escape system, with bad floors, and on the whole is a constant menace to the health of the 100 or more employees who work there.

The sales of that Branch in 1944-45 amounted to \$5,532,265.

### MAINTENANCE OF TYPEWRITERS

Under the established system the Stationery Branch is in charge of the repair work on typewriters. Departments are required to notify the officer in charge of this work in the Branch when any of their machines require repairs. The officer inspects the machine in question and if considered necessary the local representative of the Company selling that particular make of typewriter is called to make the repairs, at a price estimated by the officer inspecting the machine.

Due to the heavy demand made on manpower for war purposes it was impossible for office machines servicing organizations to get sufficient help for this class of work, and certain departments set up their own systems for the maintenance of typewriters or else made direct contracts for this work with typewriter firms at a stated monthly or yearly repair or maintenance fee.

This has resulted in a duplication of services which requires investigation. The suggestion has been made to establish a government central repair shop in this Department, with possibly maintenance units in large buildings where several government departments are housed and which have in use a sufficient number of typewriters to warrant such a service. At any rate the system established, whatever it may be, should be accepted by all departments and the maintenance service made uniform throughout.

## III. OBSERVATIONS AND RECOMMENDATIONS

### GENERAL

From the above one fact stands out above all others and that is the total inadequacy of the present departmental establishment with regard to space, equipment, staff and other facilities necessary to meet the printing and stationery requirements of Parliament and the various departments of the Government and the distribution of official publications, and in general to enable the King's Printer to perform economically and efficiently the duties and responsibilities vested in him by the governing statute.



Outside of the rented buildings—40,000 square feet—which are not fit for the installation of printing equipment and which are used for auxiliary or reserve services, the present capacity of the main building occupied by the Department is 123,104 feet of floor space. It is estimated that in order to handle the average demands placed upon it during sessions of Parliament a minimum of 300,000 square feet would be needed, most preferably under the same roof, and that to be able to make provision for developments which may be reasonably expected in the following years a total of 350,000 to 400,000 square feet would be required.

Plans are being prepared to meet these requirements and should be ready for submission within this year. No immediate decision can be arrived at just now, even if building materials and labour were available, because of the drastic changes which are expected and in fact have been already announced in the methods of printing and in printing machinery, and also on account of the impossibility of being able to purchase printing machines for a year or two at least, the manufacture of which has been totally discontinued during the war years. Moreover, even if machines could be obtained I do not feel it would be in the interests of economy to undertake a wholesale replacement by any means of the present machines, obsolete, slow and worn out as they may be, until larger and more suitable quarters have been provided.

For the same reason the application of a firm policy in accordance with the Statute cannot be maintained with regard to the development of printing plants in other departments, the creation of departmental centres for the distribution of publications and the control of handling confidential documents. Nor is there much that can be done under the present conditions to organize a proper and economical system of handling paper stocks, type and box manufacturing, and there is no space available in the present building for the installation of electrotyping equipment, rotary presses and envelope-making machinery.

There are, however, certain reforms or changes which might be undertaken immediately, such as the appointment of a Director of Advertising, a Director of Artwork and a layout man, as referred to earlier in the memorandum, as well as the urgent adjustments in labour conditions described hereunder.

#### STAFF MATTERS

The physical conditions previously referred to have been very distressing for the officers of the Department and have greatly impaired the morale of the employees in general.

The granting in 1944 of the privilege of superannuation to prevailing rates employees and the revision of their basic wage rates in November 1945 were steps in the right direction but there are other burning problems requiring immediate solution.

In order to understand the difficulties one must keep in mind the fact that there are two groups of employees in this Department, namely, those on stated annual salaries and those on hourly prevailing rates of pay. The first group is comprised of civil servants whose salaries are determined by the Civil Service Commission in accordance with the scale of remuneration applying to the same classes of civil servants in other departments.

This group is made up of all the senior officials of the Department, the General Foremen of Divisions, the Foremen of Sections, Planning Clerks, Cost Accountants, and other technical employees who are largely recruited from the prevailing rates group, and in some cases are in charge of prevailing rates staffs.

The other group, the prevailing rates employees, are printers appointed by the Civil Service Commission and recruited from commercial printing establishments. Their rates of pay are not controlled by the Commission but by

the Statute governing the Department, in which it is stated that their wages shall be based on the rates of pay being paid to similar classes of employees in Montreal and Toronto for like work.

Because the revision of the salaries and of the wages paid to these respective groups of employees has never been synchronized, many inequalities and injustices have resulted which have been the cause of dissatisfaction among certain employees, and this has impaired the morale and efficiency of the general staff of the Department. In a communication addressed to Treasury Board under date of November 28, 1945, requesting that a unit survey of the Department be made immediately and which is now being carried out by the Civil Service Commission, I outlined the conditions created by this bicephalous system. See Annex "C" herewith.

Since the reorganization of the Department by the Arthur Young Company (Griffenhagen) in 1919-20 the rates for prevailing rates employees have been revised upward four times—June 29th 1920, June 25th 1927, March 21st 1929 and November 1st 1945, with the result that now journeymen are receiving rates of pay  $35\frac{1}{2}$  per cent higher than were paid at that time, and Assistant Foremen are receiving 38.89 per cent higher wages than in 1919. During the same period the salaries of the Civil Service group have been reviewed only twice, once in 1935-36 and again in 1939, and at the present time Foremen—on annual salary—are receiving only 15.5 per cent more than in 1919. See statement attached as Annex "D".

It is claimed that the relative basis between the salaries and the wages of the two above-mentioned groups of employees established by the reorganization of 1919-20 should have been maintained ever since. It is now suggested that in this matter the Department should be considered as one unit and that classifications should be so arranged that in the event of the rates of wages for the prevailing rates employees being raised in accordance with the Statute the compensations of those employees directly or indirectly connected with employees of the prevailing rates classes should automatically be increased proportionately.

#### TRAINING OF OFFICERS

Under the present policy of recruiting employees for positions in the Printing Branch of the Department the candidates are admitted according to their individual trades and no opportunity is given to them to qualify in other trades. This is a serious handicap in the matter of training employees to become heads of divisions or sections in the future and when necessity arises in the selection of officers to administer other divisions than the one relating to their own trade.

It is suggested that the policy of giving specially gifted employees an opportunity to take special courses in the various graphic arts at the expense of the Department be established. Such a policy would prepare well-trained officers to take charge of the various printing divisions of the Department, would keep administration of the Printing Branch abreast with the ever-changing methods of printing and would repay many times over for the expense incurred.

#### HEALTH AND WELFARE

Tied up with the questions which have a great effect upon the efficiency and morale of the employees and upon their production is that of the health and welfare conditions in the Department. It is essential that proper light, ventilation and humidity control should be provided in an efficient printing establishment whose employees are called upon to work day and night on electrically or gas heated pots and machines and to be constantly in contact with molten metal or fumes.—See Annex "E" herewith in this connection.



## CONCLUSION

In this memorandum I have tried to give you in a form as concise as possible a general picture of the problems of government printing as they appeared to me when I was appointed to take charge of the Department of Public Printing and Stationery five years ago and of the complicated and unpleasant features which have developed during the strenuous years of the war period.

If during these years, with the limited facilities at my disposal in a building which does not lend itself to any rational much less streamlined disposition of printing equipment, I have succeeded in carrying out the responsibilities of my office with no serious criticism from the general public or from the departments of the Government, it is due to a large extent to the sense of duty of my officers and particularly to the incomparable strength of endurance of the rank and file of the employees of the Department.

However, I wish now to make it clear that with the gradual release in large numbers of the older employees who have borne the weight of the work during the war period, together with the present state of the equipment, the Department is not going to be in a position to respond adequately to the continued heavy demands from Parliament and the various departments and that in the event of another national emergency it would be found hopelessly unprepared.

May I express the hope that in the building program of the Government due consideration will be given to these conditions.

In the meantime and as conditions develop I shall earnestly hope for the opportunity from time to time of reviewing with you the facts as stated in this memorandum and of discussing the best means of putting into effect the suggestions herein contained, if of course meeting with your approval.

Respectfully submitted,

EDMOND CLOUTIER,  
*King's Printer.*

OTTAWA, February 18th, 1946.

## ANNEX "A"

P.C. 4706

PRIVY COUNCIL CANADA

CERTIFIED to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 5th June, 1942.

The Committee of the Privy Council have had before them a report date 15th May, 1942, from the Secretary of State, stating that he is in receipt of a communication from the King's Printer with reference to the placing with outside firms of printing orders for departments and boards affected by the present war emergency, and in this connection calls attention to Section 26 (2) of Chapter 162, R.S.C. 1927 (Public Printing and Stationery Act), which requires that all purchases made by the Controller of Purchases shall be so made upon requisition approved by the Minister or as he directs, and all purchases involving an amount of five hundred dollars, \$500.00, or upwards shall be made in accordance with contracts entered into with the like approval after tenders have been called for;

That the King's Printer states that the necessary procedure of calling for tenders for orders of \$500 or more creates a situation which operates against the utilization of the services of the printing establishments at distant points from Ottawa; that in the case of orders of an urgent nature the time factor practically prevents the Department for requesting tenders from the printing firms so situated;

That the King's Printer points out that in order to meet a somewhat similar situation the Deputy Minister of National Defence was granted authority under Order in Council P.C. 353 of February 17, 1919, to requisition supplies or articles required of the value on any one requisition not exceeding the sum of \$15,000; and

That the King's Printer requests that, in order to meet and expedite the printing requirements of departments and boards affected by the war emergency and in order that he may be able to utilize the services of all printing establishments, the limitation of \$500 herein referred to be increased to \$2,500 for the duration of the War, providing however that with respect to the provinces of Ontario and Quebec the proposed increase shall not apply except in cases wherein the department issuing the requisition or order shall state in writing to the King's Printer that the urgency of the work warrants the bringing of such order under the increased limitation.

The Committee, therefore, on the recommendation of the Secretary of State, advise that under the authority of the War Measures Act, Chapter 206, Revised Statutes of Canada, 1927, the limitation of \$500 occurring in Section 26 (2) of Chapter 162, R.S.C. 1927, "The Public Printing and Stationery Act", be increased to \$2,500 for the duration of the War with respect to printing orders placed by the King's Printer, provided however that with respect to the provinces of Ontario and Quebec the proposed increase shall not apply except in cases wherein the department issuing the requisition or order shall state in writing to the King's Printer that the urgency of the work warrants the bringing of such order under the increased limitation.

(Sgd.) A. D. P. HEENEY,  
*Clerk of the Privy Council.*



## ANNEX "B"

P.C. 1/1561

CERTIFIED to be a true copy of a minute of a meeting of the Treasury Board, approved by the Deputy of His Excellency the Governor General in Council on the 31st July, 1933.

*Finance*

The Board has under consideration the following memorandum from the Right Honourable the Acting Minister of Finance:—

The undersigned has the honour to report that the Government in the budget speech delivered by the Minister of Finance on March 21, 1933, undertook to reduce controllable expenditures by \$14,000,000; that this decision was confirmed by Order in Council P.C. 612 of March 31, 1933; that, as over one-half of controllable expenditure is for salaries and wages, it is necessary to effect further economies in cost of personnel, and that it is desirable to make such reduction without disturbance of public services, and with the minimum of hardship to employees.

The undersigned accordingly recommends:—

1. That all employees of the Government who are now 65 years of age, or over, be retired from active duty from September 1, 1933, except where the Treasury Board, on a recommendation of the Minister of the Department concerned, approves of the continuance in the Public Service of any such employee on the ground: (a) that it is impossible to arrange that the duties of a position be carried on by rearrangement of staff or other means, or (b) that the qualifications and experience of a person, employed in an administrative position, are such that the public interest will suffer if his services are terminated.
2. That such employees be granted leave for which they are eligible subsequent to that date, separation being made effective from the expiration of such leave.
3. That such employees, who are contributors under the Civil Service Superannuation Act, or the Civil Service Superannuation and Retirement Act, be granted the benefits provided by those statutes.
4. That such permanent employees, not being contributors under either of the above statutes, or being contributors only under Part II of the Civil Service Superannuation and Retirement Act, be granted gratuities, or additional leave with pay, payable from the relevant vote, equal to one month's salary for each two years of continuous service, to a maximum of six months' salary.

The Board concur in the above report and recommendation and submit the same for favourable consideration.

(Sgd.) G. G. KEZAR,  
Asst. Clerk of the Privy Council.

ANNEX "B"—*Con.*

P.C. 1/1641

PRIVY COUNCIL

CANADA

CERTIFIED to be a true copy of a Minute of a Meeting of the Honourable the Treasury Board, approved by the Deputy of His Excellency the Governor General in Council on the 11th August, 1933.

*Finance:*

The Board recommend that paragraph 4 of Order in Council of July 31, 1933, P.C. 1/1561, be amended to read as follows:—

4. That such permanent employees, not being contributors under either of the above statutes, or being contributors only under Part II of the Civil Service Superannuation and Retirement Act, and such temporary employees, with continuous service of five years or more immediately prior to September 1, 1933, be granted gratuities, payable in one sum, from the relevant vote or account, equal to one month's salary for each completed period of two years of continuous service, to a maximum of six months' salary—provided that for the purposes of this paragraph the services of seasonal employees shall be the actual periods of employment.

(Sgd.) G. G. KEZAR,  
*Asst. Clerk of the Privy Council.*



## ANNEX "C"

OTTAWA, November 28, 1945.

The Secretary,  
Treasury Board,  
Ottawa, Canada.

Dear Sir,—Since the last unit survey of the Department of Public Printing and Stationery by the Civil Service Commission, which took place immediately before the outbreak of war, conditions have changed and have reached the point where I believe it is not only expedient that a new unit survey be made but that such should be made without further delay.

Under the survey of 1939, which I understand was quite extensive, a certain number of important recommendations were made but unfortunately these could not be put into effect due to the entry of Canada into the war almost immediately after the report on the survey was submitted to and approved by Treasury Board.

In this connection I wish to state that the enormous demands for printing and stationery requirements made upon this Department by the various departments, boards, commissions and other government bodies during the last six years, amounting to almost 14 million dollars in 1944-45 as compared with less than 3½ millions in 1939-40, and which it is expected will be maintained at about that level in future years, have obviously increased the duties and responsibilities of the Heads of the different branches and divisions of the Department and have necessitated a large expansion in certain divisions which were relatively small before the war, and in certain cases have brought about the creation of entirely new functions.

Because the basic establishment of this Department has not been changed since 1921 when it was set to meet conditions at that time, it has been found necessary during the intervening period either to request the creation of a number of temporary positions and transfer to those positions employees having continuous service or else to resort to the temporary transfer of employees to divisions or units other than those of their original assignment. This has been particularly necessary during the last years with the shortage of labour becoming more acute and when it became impossible to secure journeymen to fill vacancies as they occurred, the number of which is now about fifty. These circumstances have brought about an undesirable situation which can be remedied only through an expansion of the personnel establishment to meet present-day conditions.

Due to the small margin which has existed between the salaries paid to the clerical staff in certain technical divisions of the Department and the wages paid to "prevailing rates" employees, from among whom the personnel of such divisions is recruited, and to the fact that this margin during the last twenty years has become less and less owing to increases granted from time to time in the wage rates paid to employees on prevailing rates, it has been very difficult to attract to positions falling vacant in the clerical staff of those divisions the best qualified "prevailing rates" employees when it is learned that the remuneration is less than the amount of wages to be earned in the prevailing rates positions.

The recent increase in wage rates for employees of the printing trades has also helped to aggravate the situation by throwing out of balance the schedule of salaries paid to clerical officers in charge of prevailing rates staffs and has considerably increased the cases of inequality and injustice existing in the Department before and throughout the war period.

ANNEX "C"—*Con.*

As a few examples of this very unsatisfactory situation, I would state that in the Printing Branch the maximum salary of the Planning Clerks is \$2,340, while the wages of the journeymen on prevailing rates of pay amount to \$2,288, with possible earnings for overtime of \$13.50 a week or, if the employee is on the night staff, \$2,860 with possible overtime.

The regular fixed salary of a Foreman is \$2,460-\$2,700, while an Assistant Foreman is being paid \$2,600 plus possible overtime earnings or \$3,250 if on night work.

Similar conditions prevail in the technical section of the Cost Finding Division of the Department, where the personnel is recruited from the prevailing rates staff.

The recent changes in the rates paid to employees on prevailing rates has also thrown out of balance the schedule of salaries paid in other sections of the clerical staff of the Department where the value of the duties has been considered as equivalent to those of employees on prevailing rates of pay and who were previously remunerated accordingly.

By decision of Treasury Board, employees have been extended beyond the age limit of sixty-five and as a result of this situation—necessitated by the acute shortage of labour—the Department is faced with the loss during the next few months of six of its superior officers, namely, the Assistant King's Printer, the Controller of Purchases, the Production Supervisor, the Chief of the Mechanical Branch, the Head Clerk in the Planning Office and the Foreman of the Stereotype Division. The positions of Chief of the Cost Accounting Division and Chief of the Division of Documents have been vacant for some time.

It is desirable that some of these positions be reviewed in the light of existing conditions and of the increased duties and responsibilities before replacements are effected.

There are also the new functions which have been created by changing conditions which require immediate attention.

I might mention several other problems which require solution but I shall close with stating that the urgency of a survey of the Department cannot be overestimated if the morale of the staff is to be maintained and if I am to expect from the employees in the coming years the same valuable service which they have rendered to the country throughout the war period.

Yours very truly,

EDMOND CLOUTIER,  
*King's Printer.*



## ANNEX "D"

COMPARISON OF COMPENSATION BETWEEN ASSISTANT FOREMEN  
AND FOREMEN FROM 1919 TO 1945

ASSISTANT FOREMAN	Weekly	Annual	Increase
June 16, 1919.....	Rate \$36 00	\$1,872	
June 16, 1920.....	" 40 00	2,080	\$208
April 1, 1927.....	" 42 00	2,184	104
April 1, 1929.....	" 45 00	2,340	156
October 1, 1945.....	" 50 00	2,600	260

\$728

## FOREMAN

*Salary Range*

April 1, 1919.....	\$2,100-\$2,340	
April 1, 1927.....	2,220- 2,460	
April 1, 1930.....	2,460- 2,700	\$240

	1919	1920	1927	1929	1930	1945
Foreman .....	\$2,340	\$2,340	\$2,460	\$2,460	\$2,700	\$2,700
Assistant Foreman..	1,872	2,080	2,184	2,340	2,340	2,600
	<u>\$ 468</u>	<u>\$ 260</u>	<u>\$ 156</u>	<u>\$ 120</u>	<u>\$ 360</u>	<u>\$ 100</u>

Assistant Foreman—Increase: 38·8 per cent

Foreman —Increase: 15·5 per cent

From the attached statement of comparative rates of compensation it will be noted that in the year 1919 when annual rates of pay were established by the Civil Service Commission the difference between the annual compensation of the foreman class and the prevailing rate of pay of assistant foreman class was \$468 a year in favour of the former class. This difference varied from period to period as compensations were increased and always unfavourable to the foreman class. On October 1, 1945, when the rate of pay of the assistant foreman was set at \$50 a week, with an annual equivalent of \$2,600, the difference diminished to \$100. The original ratio gave the compensation of the foreman a benefit of 25 per cent over the assistant foreman. If the original rates had been maintained the maximum rate of pay of a foreman would be to-day \$3,250 a year instead of \$2,700 as shown above.

ANNEX "D"—*Con.*COMPARISON OF COMPENSATION BETWEEN JOURNEYMEN  
AND FOREMEN FROM 1919 TO 1945

	Weekly	Annual	Increase
JOURNEYMEN*			
June 16, 1919.....	Rate \$32 00	\$1,664	
June 16, 1920.....	" 36 00	1,872	\$208
April 1, 1927.....	" 38 00	1,976	104
April 1, 1929.....	" 40 00	2,080	104
October 1, 1945.....	" 44 00	2,288	208
			<u>\$624</u>

## FOREMAN

*Salary Range*

April 1, 1919.....	\$2,100—\$2,340	
April 1, 1927.....	2,220— 2,460	
April 1, 1930.....	2,460— 2,700	\$240

	1919	1920	1927	1929	1930	1945
Foreman .....	\$2,340	\$2,340	\$2,460	\$2,460	\$2,700	\$2,700
Journeymen .....	1,664	1,872	1,976	2,080	2,080	2,288
	<u>\$ 676</u>	<u>\$ 468</u>	<u>\$ 484</u>	<u>\$ 380</u>	<u>\$ 520</u>	<u>\$ 412</u>

Journeymen Increase: 35½ per cent

Foreman Increase: 15½ per cent

\* All classes: Hand compositors, linotype and monotype operators, pressmen, bookbinders, etc.

OTTAWA, February 16, 1946.



## ANNEX "E"

## DEPARTMENT OF PUBLIC PRINTING AND STATIONERY

## HEALTH, WELFARE, FIRST AID, ACCIDENT AND FIRE PREVENTION

*Ventilation and Heating* in relation to the health of the worker and its co-relative factory production:

In a building erected more than 50 years ago, as was the Government Printing Bureau, very little was known at the time of ventilation facilities beyond furnishing windows which could be opened as required for "fresh air". The same generality may be applied to the heating facilities of that day.

As years passed attempts were made to improve conditions by suction fans for fresh air and blower fans for expelling impure air and machine gases but none of these was entirely satisfactory. Windows are still used for ventilation purposes and paper stocks are still affected by changes in temperature; also work on presses is at times delayed by air changes caused by extremes in weather conditions.

To-day ventilation is commonly known as air conditioning which deals not only with heating and cooling, humidifying and dehumidifying, cleaning and purifying the air but also concerns itself with correct circulation. By means of air conditioning it is possible to have clean fresh air in continuous circulation and also to have the degree of humidity most suitable to any particular season of the year for the individuals or workers in any particular location and for machines wherever located and for printing materials wherever held in connection with jobs in process or in storage.

Air conditioning may be defined as the simultaneous control of all or at least the first three of those factors affecting both physical and chemical conditions of the atmosphere within any building, viz., temperature, humidity, motion, distribution, dust, bacteria, odours and toxic gases, most of which affect in greater or lesser degree human health and comfort. This is a broad definition and would apply generally to all types of air-conditioning throughout this country. In air conditioning for human comfort it must be constantly kept in mind that the sole purpose of the application of air conditioning is to give the employee pleasant, healthy and comfortable surroundings, and for machinery and materials the application of air conditioning does away with annoying delays, increases production and reduces idle time, as well as practically eliminating all static conditions.

It is not considered that conditions can be bettered in the Bureau except by the installation of a complete new heating and air-conditioning system and, in view of the possibility of a new building in the near future, any move in that direction would not appear to be warranted.

*Welfare and First Aid—*

The Department is equipped with a First Aid Station and Welfare Room. This is in charge of a registered nurse and has proved its worth over and over again in the service rendered to employees by direct administration and also by home visits. In addition to the nurse there is a First Aid organization arranged among the employees. Each floor has its trained First Aid helpers both for day and night staffs and these employees have rendered valuable assistance as and when occasion required. Since December, 1942, the Department has been operating a night staff and it is expected that this staff will have to be continued for some time to come. It is felt that an additional nurse should be obtained for night duty so that there would be professional First Aid coverage during all hours of operation.

### *Accident Prevention—*

The Department has been fortunate in that there have been very few serious accidents. This is attributed to three main reasons:—

1. Accident prevention guards on all machinery;
2. Carefulness on the part of the operators;
3. Accident prevention education.

All workers come under the Workmen's Compensation Act of Ontario and all cases of accident are reported to the Compensation Board.

Under departmental regulation, pay in full up to 7 days duration is allowable in cases of accident. If over this period, the case comes under the provisions of the Compensation Act.

### *Fire Prevention—*

During the war the Government organized fire prevention units throughout the country and the Bureau established a unit under a Chief Fire Warden. The building was divided into strategic controls with wardens assigned for duty at appointed places and on call at any hour. Regular exits were clearly marked and other emergent exits were arranged for and marked. Floor plans indicating all exits were posted for the information of the employees and fire alarm bells were installed throughout.

Fire apparatus, fire escapes and exits were tested and inspected at regular periods. Fire drills were held from time to time, some being for practical purposes while others were of a surprise nature. This arrangement has been continued since the end of the war and now forms a permanent part of the Department's organization for fire prevention. It is expected that a modern system of fire alarm bells with signal stations will be installed within the next month.

### *Welfare and Benefit Work—*

It is only right that mention should be made not only of the co-operation of the employees with the departmental officials in their efforts to improve working conditions but of the various activities organized and operated by the employees themselves.

There is the Welfare Association with elective officers to promote social activities and to make representations to the management; female employees of the Bindery have the Aberdeen Mutual Benefit Association; Pressroom employees have a benefit association of their own; employees of the Composing Division have two benefit associations and there is also the Benefit Association which was organized many years ago for a group insurance plan and which later added a sick benefit relief fund. All these associations are operating for the benefit of the employee who loses pay when absent and their relief activities have warranted their existence.

F. G. BRONSKILL,

*Assistant King's Printer.*

OTTAWA, February 18, 1946.













